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BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES**Presentation to****THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION****at****Salisbury State College
April 28, 1986****CONTENTS**

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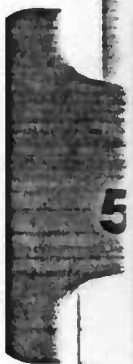
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BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

ORAL TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

Nelson P. Guild, Interim Executive Director

at

Salisbury State College

April 28, 1986

INTRODUCTION

Chairman Hoblitzell and Members of the Commission, I would like to add my welcome to all of you and to thank each of you for having agreed to spend so much of your valuable time on a subject which is understandably very important to us. You need to know that many of us in higher education admire you for having shown the interest and the endurance it takes to get your job done.

I'm going to spend the next few minutes telling you what is on our minds in the State University and College System. Specifically, we are concerned about the following points:

1. We believe that the State of Maryland needs to develop and articulate a clear policy on the role and importance of higher education generally, and particularly with respect to the State universities and colleges.
2. We believe that the State needs to develop a clear and rational basis for funding its institutions of higher education.
3. We believe that the State needs to develop a consistent approach to managerial flexibility and accountability in its public colleges and universities.
4. We believe that the matter of defining or achieving excellence in higher education can be settled only after the three concerns I have just mentioned have been addressed.

After I have finished explaining these concerns in a little more detail, each of our six presidents and Dr. Norman Johnson, the President of the Statewide Faculty Senate, will give you their views on particular matters which relate to the points I have described. We do not expect to take up a great deal of time with these presentations. We want to engage in open discussion with you, and we hope you will feel free to interrupt any of us whenever you wish. We plan to conclude by asking our Board Chairman, Jim Archibald, to present a capstone statement tying our discussion together.

WHAT THE STATE UNIVERSITIES AND COLLEGES ARE — AND WHAT THEY ARE NOT

Our system and its six institutions represent only one of several types of colleges and universities. We could talk about institutional classification at length, but basically all we need to do for this discussion is to point to the four major categories into which most colleges and universities fall: the major doctoral research universities; the comprehensive; multi-purpose colleges and universities; the undergraduate liberal arts colleges; and the two-year community or junior colleges.

Since January, you've seen them all: The University of Maryland-College Park and Johns Hopkins, representing the first type; St. Mary's College, representing the third; and any of several two-year colleges representing the fourth. Our institutions fall into the second category — the comprehensive, multi-purpose college or university, sometimes also called "AASCU-type" institutions, referring to the American Association of State Colleges and Universities, the national organization to which nearly 400 kindred institutions belong.

As such, we are differentiated from other types of institutions in several ways:

First, we are not open admission institutions, but neither are we so highly selective as to define both failure and opportunity out of existence at the front door; our doors are open to students who show reasonable promise of benefiting from and completing our programs.

Second, we pride ourselves on providing access in all regions of the State to students of all races and backgrounds, students who run the gamut in capabilities and experience — the honors student, the underprepared student, the average student, the traditional and the non-traditional student. Our institutions are comprehensive ones offering a balanced program of liberal arts, teacher education and other professional programs. We exist to help our students' dreams come true, because their dreams are our dreams.

Third, we emphasize quality undergraduate instruction, even though all of us offer graduate programs through the master's level and some of us through first professional degree level. Some of our sister institutions in other states do offer doctoral work, but among the public institutions in Maryland, currently, only the University of Maryland and Morgan State are permitted to do so.

Fourth, because of our emphasis on quality undergraduate instruction, we expect our faculties to be committed to close and frequent contact with students. To the extent that they engaged in research and productive scholarship, we expect that activity to complement rather than compete with that instructional commitment. In addition, we do include both research and public service in our missions, but only in a magnitude which is consistent with the resources available to us and with our primary commitment to instruction.

You have heard similar testimony, I'm sure, from other types of institutions, and that is exactly my point: We are different — we exist to do different things

for different people, and you cannot compare apples with oranges. Unfortunately, there is a strong historical tendency, both within higher education and in the population at large, to do exactly that.

THE PROBLEM OF EXCELLENCE IN MARYLAND

You may know of a book written last year by the noted research scholar, Alexander Astin. In that book, called Achieving Educational Excellence, Astin makes the point that (to quote him directly):

...True excellence lies in the institution's ability to affect its students and faculty favorably, to enhance their intellectual and scholarly development, and to make a difference in their lives. The most excellent institutions are...those that have the greatest impact...on the students knowledge and personal development and on the faculty member's scholarly and pedagogical ability and productivity.

How can all of this be related to the subject of excellence in higher education in Maryland? That's where the fun begins. For a State to develop and maintain a system of higher education which can be marked by excellence according to reasonable standards, it must first decide that all of public higher education is important to the intellectual, cultural, economic, and occupational interests of its citizens. That decision is best demonstrated by the establishment of clear policies relating to the goals, institutional missions, governance, funding, and management of higher education institutions. Without such policies, the higher education scene will be marked by persistent competition for turf and funds, organizational ambiguity, inability to deal effectively with competition, inadequate and inequitable funding, extensive external agency controls on management, and a resulting absence of accountability where it belongs.

In Maryland, we are looking at a glass that is half full or half empty, depending upon your point of view. One could say that there is no absence of State policy on most of these matters, but that would be only half true. The State Board for Higher Education has addressed a number of policy issues in the Statewide Plan and tries to revise the plan periodically. Included in its efforts are statements on segmental and institutional missions, a set of budget guidelines, enrollment limits, and some positive language on funding levels and managerial flexibility. However, at no point has the State indicated that it embraces those policy statements, and often its actions indicate that it has ignored or rejected them.

Moreover, the budget guidelines are in need of expansion and revision to be fully adequate to the task. And each time the subject of governance comes up, concrete proposals die aborning, caught in the welter of predictably entrenched interests and avoided like the plague by those in a position to do anything about them.

In general, to be candid, the efforts of SBHE to provide purpose, direction, and substance for higher education in Maryland have not really been embraced by the State as official policy; they just sort of lie off to the side as bureaucratic

exercises and give those of us in higher education some targets to shoot at and some things to argue about.

I would like to take a couple of minutes to show you in graphic form the results of this policy vacuum as we see them for our system. We want to show you four transparencies comparing funding levels for our system with those for other public institutions in the State (see Charts I through IV). Mike Langrehr, our Associate Executive Director for Fiscal Affairs, will explain each of them. (Copies of these transparencies appear at the end of this testimony)

The first transparency, Chart I, illustrates the percentage of change in State funds from Fiscal 1986 to 1987 for all State agencies, for the University of Maryland-Baltimore County, for St. Mary's College, and for the State University and College System. We could have complicated the chart by adding more institutions to it, but the result would have been the same. The question we must ask about these funding relationships is simple: Do these differences in funding levels reflect State policy or are they simply an accident?

The second transparency, Chart II, compares State funds per full-time equivalent student for our system with similar funds for all public four-year institutions combined, UMBC, ST. Mary's, Morgan State University, and UMES. Again, we need to ask the question: Is it policy or is it an accident?

The third one compares State funding per FTE for two institutions in two different systems, and each of those institutions has over 5,000 FTE students: Towson State and UMBC. Towson State has about twice as many students as UMBC, but they have somewhat different missions and separate governing boards. Once again, are these differences in funding levels a reflection of policy or of accident?

The last transparency shows that there is a direct relationship between the level of State support for an institution and the amount of money available for the institution's most central function: Instruction. Chart IV shows that relationship, per FTE, for the same institutions shown in Chart II.

In each of these cases, as you can see, the level of funding for the State Universities and Colleges is the lowest in the State, and we have to ask again: Why? Is this a reflection of State policy, or is it merely an accident? If it is a reflection of policy, we don't know what that policy is or what message it is meant to convey to us.

No one can say that the State of Maryland has not spent a great deal of money on higher education; it certainly has. But those expenditures have not been related to a coherent policy and sense of direction, nor have they been based upon a systematic analysis of resource requirements. Furthermore, the critical processes of building and managing budgets — processes which largely determine educational policies and outcomes — have been too often controlled by unaccountable functionaries in executive agencies, effectively supplanting the judgment of those held legally accountable: institutional officers and their governing boards.

CONCLUSION

Let me summarize these remarks by stressing three points. They will provide a partial basis for remarks made by our six presidents and Dr. Johnson, and for our discussion:

First, the State needs to decide and to state in clear terms what its hopes and expectations are for a system of higher education. We believe that decision has been made only in fragmentary and implicit terms thus far. Until it becomes conscious, clear, and cohesive, we will probably continue with a system which is not very cohesive and whose excellence, or lack of it, tends to be judged too little according to standards related to institutional missions and characteristics and too much according to the convenient but irrelevant inventions of number-crunchers.

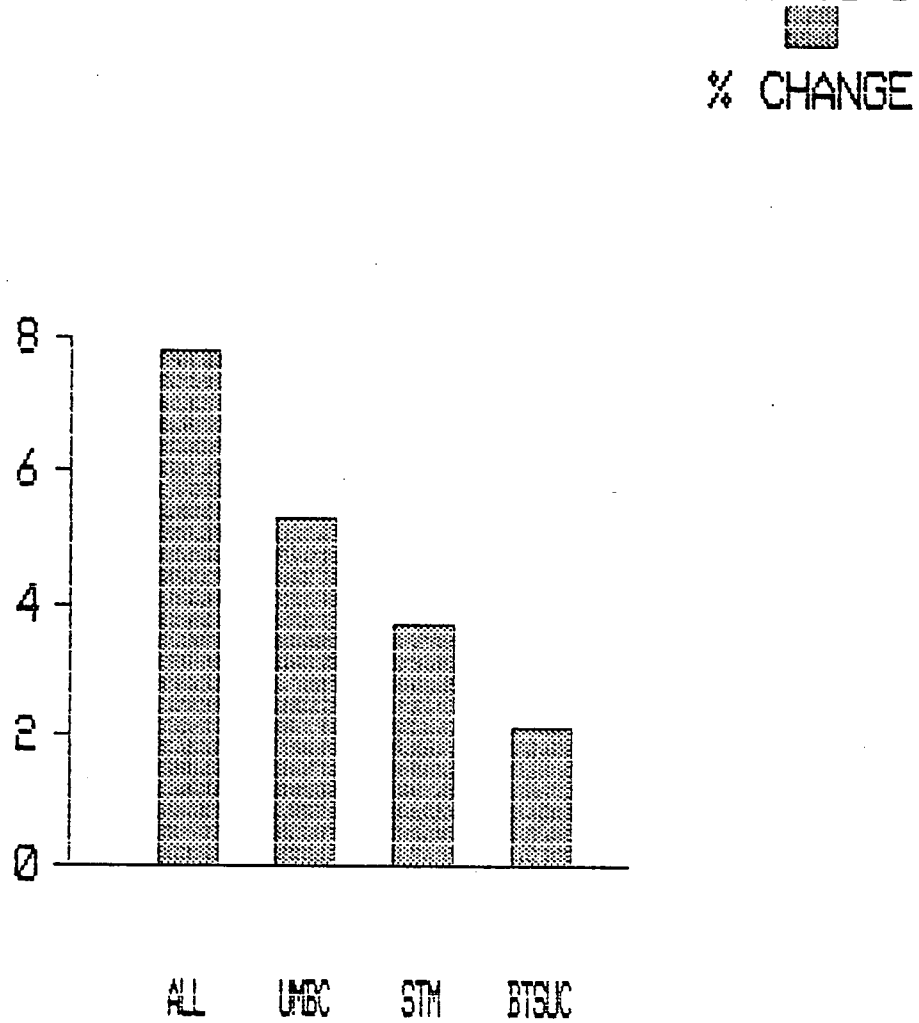
Second, it simply doesn't make sense to us that the State's level of support per FTE student, embarrassingly low anyway in national rankings, varies by 169 percent from the lowest-funded institution to the highest. Not until we have a rational funding method will we stand a reasonable chance of being funded adequately or equitably, or even of understanding how we are funded.

Third, the State needs to get out of the business of applying detailed external controls on the management of any of its colleges and universities. Our system is all too familiar with the problems inherent in the view that, "if you've seen one State agency, you've seen them all — and they all have to be watched like a hawk or they'll do something wrong." Full accountability will remain an elusive goal as long as managerial authority remains as diffuse as it has been. If the State is prepared to invest its funds in higher education, it must also be prepared to invest some confidence in those who manage it and then hold them properly accountable.

I thank you for your patience, and I would like to turn now to the presidents and Dr. Johnson for their comments, beginning with Dr. Turner of the University of Baltimore.

CHART 1

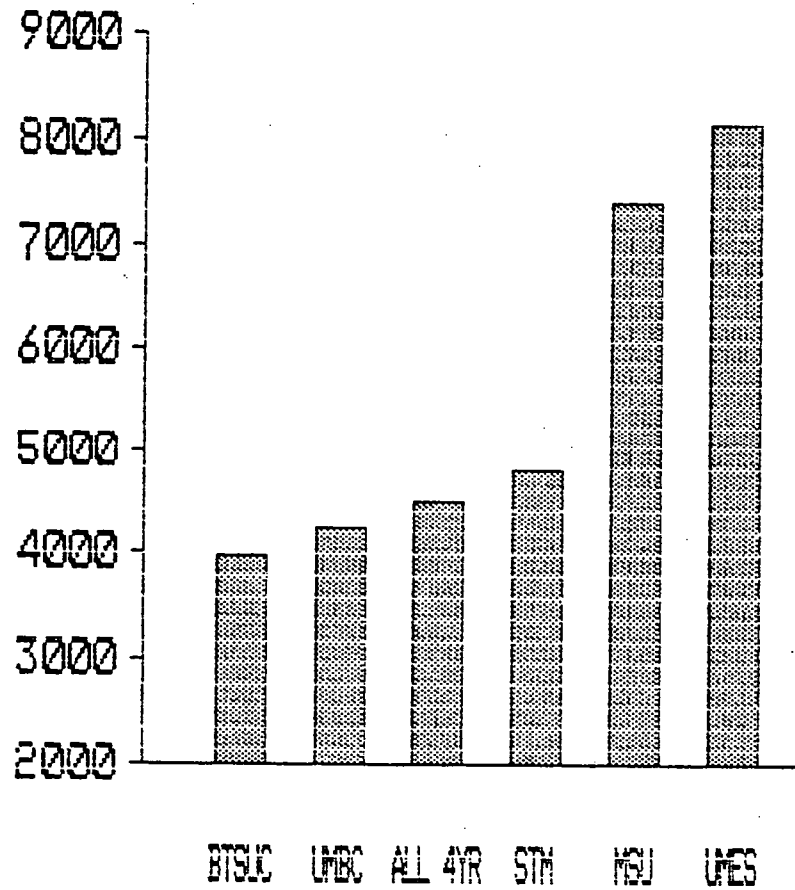
PERCENT CHANGE IN STATE FUNDS FY86 TO 87



POLICY OR ACCIDENT ?

CHART II

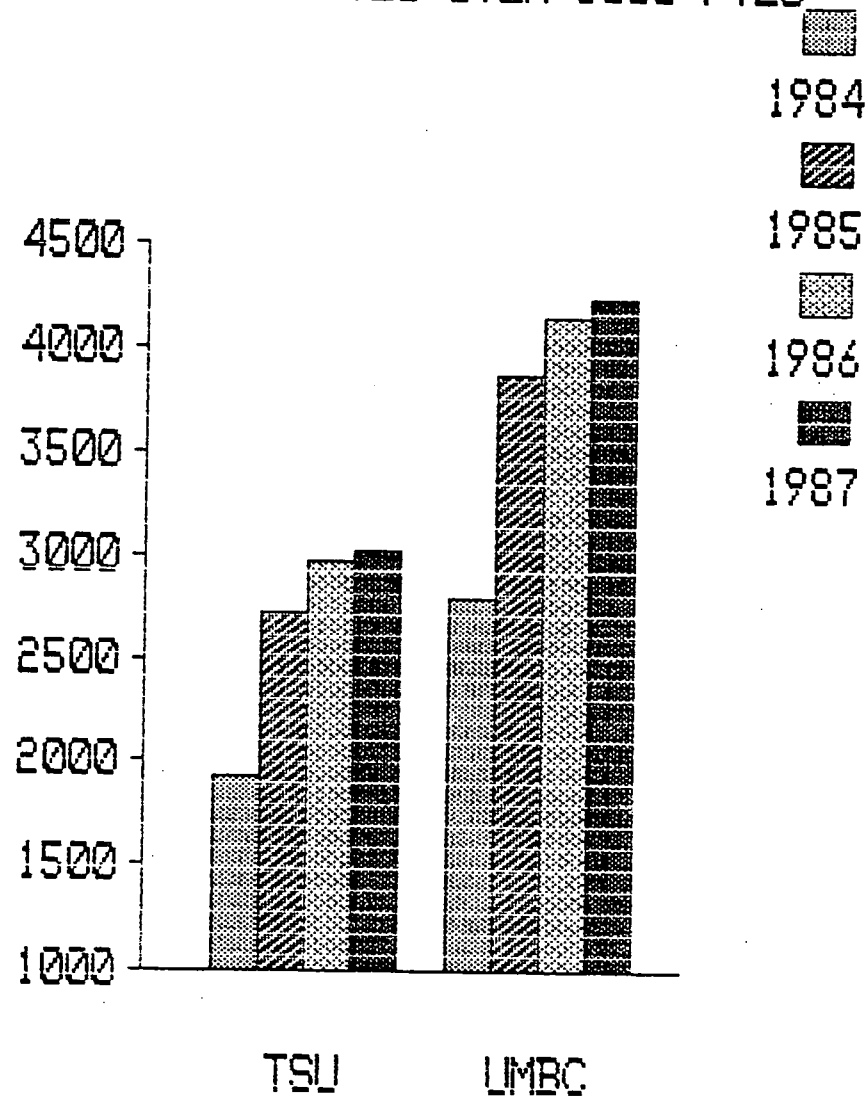
FY87 STATE FUNDS PER FTES



AGAIN, POLICY OR ACCIDENT ?

CHART III

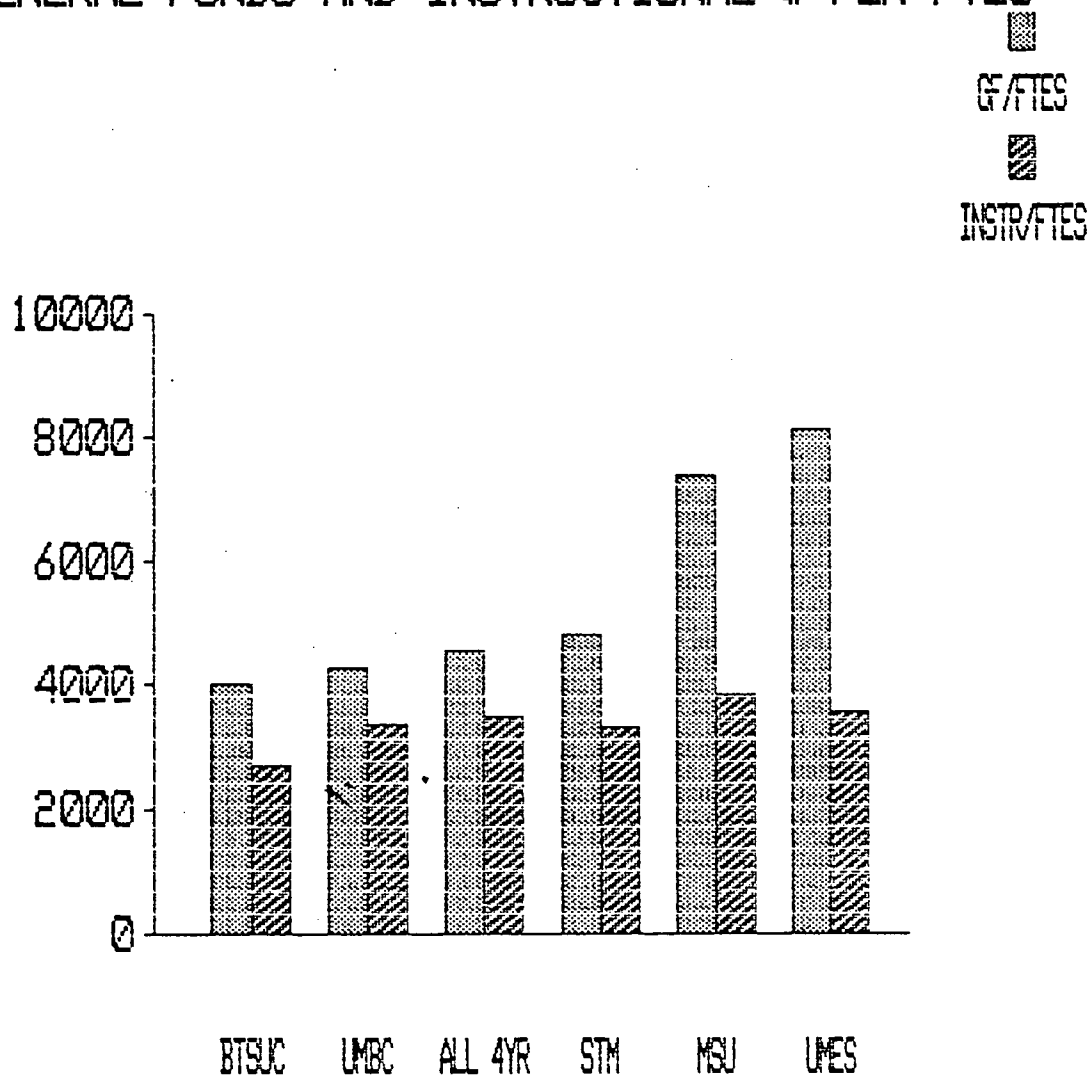
STATE FUNDS/FTES OVER 5000 FTES



IS THE DIFFERENCE THIS GREAT ?

CHART IV

GENERAL FUNDS AND INSTRUCTIONAL \$ PER FTES



ARE 33,000 STUDENTS BEING TREATED EQUITABLY ?

THERE IS A RELATIONSHIP BETWEEN STATE FUNDS
AND FUNDS AVAILABLE FOR INSTRUCTION

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

WRITTEN STATEMENT ON EXCELLENCE FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

Nelson P. Guild, Interim Executive Director

at

Salisbury State College

April 28, 1986

This written Statement on Excellence is intended to provide the Commission with a more extensive discussion of the subject than the time allotted our System allows us to pursue at the Hearing itself. It is intended to complement my oral testimony, a written copy of which follows this Statement.

I. THE PROBLEM OF DEFINING EXCELLENCE

In taking on the task of defining excellence, I need to mention two books at the outset. The first one was written in 1969 by E. Alden Dunham and its title is, Colleges of the Forgotten Americans: A Profile of State Colleges and Regional Universities. In that book, Dunham studies closely a sampling of the nation's State colleges and universities, many of them former teachers colleges. He referred to these institutions -- the AASCU institutions -- generally as "America's most restless institutions of higher learning." He wrote of the nationwide movement to convert these institutions from single-purpose colleges to multi-purpose universities, most of them suffering from identity crises and careening along a road toward ever-larger enrollments, doctoral programs and heavier emphasis on research, all in quest of the holy grail.

The other book, written last year by Alexander Astin, is entitled, Achieving Educational Excellence. In it, Astin confirms a number of generalizations made by Dunham about the AASCU-type institutions and moves on from there to a rather unorthodox approach to excellence. The relationship between what these two authors had to say, 17 years apart, is both revealing and instructive for your discussions. I will summarize it briefly.

Dunham wrote the following paragraph in 1969:

The image used throughout this story of State colleges and regional universities is that of a spectrum along which these institutions are moving at various rates from single-purpose, teacher training colleges to multipurpose universities. Tremendous enrollment growth is an impetus to movement along this spectrum, and so is the pot of gold which is seen at the end of the rainbow. This pot of gold is the status, the prestige, the recognition that comes to a Harvard or a Berkeley, or at least to a University of Michigan or any one of a number of major State universities. I submit that the greatest single problem facing the AASCU membership is this question of model, of institutional purpose. The problem is reflected by the statement, "someday we'll play in the Rose Bowl."

Emulation of Harvard or Berkeley, as Dunham said, leads to certain steps. Indeed, it has led to several decades of emphasis on research, on the quest for more and more grant money, on high-powered faculty interested not so much in undergraduate instruction per se as in recruiting high-powered students into their own academic disciplines. It has led in many cases to major readjustment of institutional priorities, all aimed at achieving the status and prestige of those in whose company many institutions would dearly love to be placed.

And with this effort, as Dunham wrote, "comes a...view of quality that places a premium on intellectual ability and academic accomplishment. Quality is equated with SAT scores and the percentage of graduates going on to law, medicine, and graduate schools of arts and sciences. The success of the college and its students becomes narrowly defined in these terms...."

Small wonder, then, that the landscape of higher education nationally and in Maryland looks as confusing as it does, full of tensions and competition for students, funds and programs; beset by critics who do not understand what they are looking at; and sharing basically two common problems: (1) they are underfunded, all of them by definition and some of them for real; and (2) there is a terrible and probably insurmountable parking problem.

Small wonder, too, that when Astin wrote his book on achieving excellence last year, he was discussing the same phenomenon to which Dunham devoted so much space: our strong tendency to pass judgment on institutions of higher education according to only one set of criteria, whether those criteria apply realistically to all institutions or not. We do so within higher education not only to judge one another but also as a basis for planning and action. But what is even more important, we do so pretty much as a people, as a nation, and Astin is one of relatively few writers who is trying to persuade us that there may be a better way to judge excellence.

To put it briefly, Astin discusses four traditional and very popular views of excellence or quality. He calls them the reputational view, the resources view, the outcomes view, and the content view. But exotic nomenclature aside, those four traditional views come together and complement one another as a means of maintaining a hierarchy or pecking order which allows us to talk about great, good, average, pedestrian, and lousy colleges and universities, and do so totally unencumbered by cause and effect relationships.

One view relies upon subjective, "gut" impressions about reputation and feeds on itself. Another uses data to make those judgments look more objective — SAT scores, the number of national merit scholars, faculty publication rates and percentages of doctorates, student-faculty ratios, and so on. Still another one uses another kind of data which follow the paths of students after they leave an institution — how many are listed in Who's Who, what the average lifetime earnings of alumni are, and so on. And the fourth one looks at the curriculum of an institution to see how well-rounded it is and whether it emphasizes a liberal arts core.

Astin goes to considerable lengths to demonstrate that these popular and traditional views toward educational quality or excellence are really

counterproductive if you accept his basic premise about the purpose for which any college or university exists. That purpose, he says, is to develop human talent — in the students and in the faculty. To quote him directly,

...True excellence lies in the institution's ability to affect its students and faculty favorably, to enhance their intellectual and scholarly development, and to make a positive difference in their lives. The most excellent institutions are...those that have the greatest impact — "add the most value," as economists would say — on the student's knowledge and personal development and on the faculty member's scholarly and pedagogical ability and productivity.

This "talent development concept," as Astin calls it, or the value-added concept, as others have named it, is one which many educators support, and it is virtually an article of faith with the American Association of State Colleges and Universities. The question, then, is why the traditional means of judging quality continue to persist. The answer is that we are comfortable with them and they are much easier to apply than the model Astin is suggesting. The sad fact is that we have not become very adept at developing the specific measures that would allow us to see clearly exactly how institutions make a difference in their students and faculty, or how much of a difference they make. To do so requires some very sophisticated and arduous methodology which must be applied over time and consistently among institutions. That's a lot more difficult than saying, "Podunk U is nothing more than a warmed over normal school and we all know it has a very weak program," or "Classy College is a high-quality, selective institution whose name is respected everywhere." But there are some institutions which have committed themselves to this talent development concept and whose students are realizing some educational pay-off as a result. And you have probably never heard of many of them. Two good examples: Northeast Missouri State University and Alverno College in Wisconsin, neither of them very high in our traditional pecking order.

And that is my point about classifying and passing judgment on the quality of institutions. Colleges and universities differ in what they set out to do, and in the ways they do it. They cannot and should not be subjected to either qualitative or quantitative judgments which assume that they all exist to do the same things, in the same ways, for the same kinds of people. Once we have acknowledged that fact, then perhaps we can make some progress toward developing sensible public policy on the structure, the missions, programs, and funding of higher education. Until then, we only impede progress by continuing to rely upon the traditional qualitative hierarchy as the way to determine who the good guys and the bad guys are.

II. EXCELLENCE: WHAT FOSTERS IT AND WHAT IMPEDES IT?

What can we say about those influences which foster excellence and those which impede it? I would suggest that there are two interrelated factors which bear directly upon quality or excellence. To the extent that they are present in sufficient magnitude, they foster excellence, and to the extent that they are lacking, they impede it. They are (a) resources, and (b) flexibility/accountability.

A. Resources. Resources can be broken down into three categories: financial, physical, and human. It takes money to do nearly anything, and it takes a lot of money to "do" education. As you have heard many times, Maryland does not have a very enviable record in supporting its public institutions of higher education. That doesn't necessarily mean that Maryland hasn't been spending a lot of money on its colleges and universities; it certainly has. But those expenditures have not been based on a systematic analysis of resource requirements, and the result has been both insufficiency and inequity of funding. This Board of Trustees presented you several months ago a Position Paper on Funding Higher Education, and we still feel strongly that that paper contains the most important ingredients of a rational and equitable approach to funding.

Physical resources are also indispensable, and the State's record in providing them is more creditable. The problems we face now pertain largely to the fact that much of the construction on our campuses occurred in a fairly short period of two decades, and the State has not responded appropriately with the support it takes to keep our buildings properly equipped or in decent repair, or to renovate and replace them when the need occurs. Without the physical resources needed to support our missions, our efforts can only become more costly, less efficient, and therefore less productive educationally.

Human resources are, of course, the most critical ones -- they are what it's all about. Our human resources are our students, our faculties and staffs, our trustees, our alumni, and our supporters beyond the campuses. Our students are not just paying customers; by electing to enroll in our institutions, they become part of our strength and our history. Most importantly, they are the litmus test of our quality and integrity. We measure ourselves not by counting those who have risen to stardom, fame and fortune, but by watching to see what a difference we have made in them -- in their ability to succeed in employment, of course, but also in their ability to take their place in society as sensitive, aware, contributing human beings who know something about what it is to learn, to care, to believe, to choose, and to commit oneself to worthwhile purposes.

Faculty resources are at the core of what we do. We have made great strides over the life of our system toward developing faculties which mirror our system-wide commitment to quality teaching. Consistently, internal and external surveys of our students and graduates reveal that this resource is the one which means the most to our students. Only a few rise to stardom when measured by the traditional criteria for faculty strength, but the numbers of those who, like the inconspicuous parish priest who knows the souls he is helping to save, continue to give of themselves and their expertise to succeeding generations of students -- their numbers are legion. That is why, of course, we are always concerned that the financial resources provided us must be adequate to support our faculties without equivocation -- in salaries, in benefits, in library and other instructional resources, and in the flexibility they need to be the professionals they are committed to be.

Our trustees are also a critical resource. Like you, they have the happy lot of drawing no material reward for their involvement in higher education. Those of us who are hired hands in the system are forever grateful for the fact that there are such people, busy people, who care enough about our colleges and universities to give of their time and talents so generously. We are doubly grateful, I might

add, for the fact that in Maryland, unlike some other States, the governing boards of our public institutions are not so politicized as to threaten the very integrity of our enterprise. All of us can count that as a major plus.

Our alumni - over 90,000 of them now -- are becoming a more important force than ever as their numbers and variety increase. Their greater involvement in the fortunes of alma mater is already being seen in greater levels of financial support and political advocacy for our type of institution.

Likewise our non-alumni supporters. For many years, individual and corporate donors in the private sector would probably demonstrate their generosity to almost any other cause before directing it to public colleges and universities. The typical comment from that quarter was, "I'm already paying taxes, so why should I contribute more to a public institution? Furthermore, I don't want politicians and bureaucrats to get their sticky fingers on my money." There is still some of that feeling around us, but as you probably know, there has been a dramatic increase over the past 20 years or so in the level of private support for public higher education. All rhetoric aside, we like to think that this has come about because of a greater realization of two central facts: that State support of public institutions has been declining as a percentage of total operating costs, and that higher education is both a necessary and worthwhile investment, whether public or private. Our challenge now, in Maryland as elsewhere, is to prevent this higher level of private support from being used against us by the State, recognizing the almost irresistible urge of budget-makers to save every dime they can in a period of tight resources.

These, then, are the resources which make higher education possible, and which determine the quality with which it is offered. Depending upon their availability and adequacy, they make or break our chances to help people become something better than what they were when they chose our institutions.

B. FLEXIBILITY/ACCOUNTABILITY. If one assumes that the educational enterprise is likely to produce the most desirable results if left essentially to those conducting it, then there is a great deal to be said for flexibility, if not for autonomy. On the other hand, if one assumes that education, at least in the public sector, cannot be conducted in a vacuum of either policy or procedure, then limits or constraints are necessary to fill the vacuum. The subject of flexibility and accountability are simply two sides of the same coin. Here, we find the sharpest contrasts between the environments in which public and private institutions operate, and we also find some of the key factors bearing upon quality or excellence.

Private or independent institutions are just that -- private or independent. By tradition, by inclination, and by law, they are essentially autonomous organizations conducting the educational enterprise according to priorities and procedures established by their governing boards, faculties, and administrative officers. Only in the minimal sense of licensure and nominal adherence to the standards which lead to it do state governments intervene in either the substance or process of education at such private institutions.

In the public sector, life is quite different. We are creatures of the State, our property is owned by the State, our employees are State employees, nearly half of our operating funds are provided from State tax revenues, and we must function within a veritable maze of State fiscal, procurement, personnel, accountability, and educational policies and procedures.

So the question is not one of flexibility or no flexibility; accountability or no accountability. Rather, it is a question of definition and of degree. Obviously, in a public system of education it is naive for anyone to assume that educators know best and should be given a free hand to practice their profession. Elected officeholders feel and are held accountable to the electorate for policies and for the allocation of public resources; they can scarcely leave it to government employees to paint them into one untenable corner after another. Non-elected officials, from high-level administrators down to garden-variety bureaucrats, operating within specific mandates or broad grants of authority, provide an almost endless number of constraints within which educational institutions — like other State agencies — must offer their services. Those constraints differ from one segment of public higher education to another, and their application may even differ from one set of circumstances to another or from one bureaucrat to another. But they are there, for the most part, in such unavoidable magnitude that they cannot be dismissed from any discussion of quality or excellence.

There is no point here in cataloging all of those constraints, but basically they are thought to exist in order to guarantee several qualities which drive any government: consistency, economy, equity, and accountability. How can anyone, least of all an educator, quarrel with those objectives?

But this age-old tradition among many state governments is rife with contradictions, and it is those contradictions which concern us. For example, as your legislative members know, we have been involved recently in discussions of the Board's independent salary-setting authority. That authority gives our governing boards and institutions full control over the salary scales of non-merit system personnel. Those interested in removing or limiting that authority have argued that inequities develop if different categories of State employees are controlled or treated differently. Consistency and equity require that they be treated alike, they argue. The fact that consistency and equity may be defined in terms of equating the salary or classification of a college dean with that of a prison warden is a distressing problem for us, but it is a positive virtue for those seeking symmetry in State personnel administration. Before our independent salary authority was affirmed in 1983, we experienced ten years of standardized salary administration, and it resulted not only in some serious apple-and-orange problems, but in an alarming decline of professional administrative salaries relative to the higher education marketplace in which we try to compete. That, in turn, has a direct effect upon the quality of administrators we are able to attract as well as upon our ability to retain them very long. We are still trying to repair the damage which occurred during those ten years. Private institutions will never complain of this kind of constraint, no matter how limited they may consider their resources to be.

The same objectives of consistency, equity, economy and accountability govern the impressive array of State procurement regulations, and none of us will

argue against the need for openness and fairness. But the very administrative apparatus needed to implement such regulations becomes a diseconomy and a disincentive in itself for State institutions, and thereby impedes our efforts to achieve quality. It is no exaggeration to say that, while a community college or a private institution is implementing a decision to purchase, say, some new computers and software to enhance their administrative operations — and are doing so cost-effectively — we are filling out forms, exchanging testy correspondence, preparing justifications and bids, and, most of all, wasting valuable time before we are able to do the same thing.

We do need to acknowledge that some progress has been made during the last two or three years in the direction of flexibility. But there is less to the flexibility legislation than meets the eye, both in the terms I have described here and in terms of our ability to benefit from our own income on invested funds.

The point here is really simple, and it is a very old one: accountability is best assured by matching responsibility with authority. If the fiscal, managerial, or educational decisions of our Board and presidents can be compromised, delayed, or undone at every turn by external control agencies, the presidents will always have someone else to blame for what goes wrong or for what simply doesn't happen. If we are allowed to make decisions and then are expected to answer for them, there will be no question where the blame lies — and it may just be that some good will come of it educationally.



BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

**Dr. H. Mebane Turner, President
University of Baltimore
at
Salisbury State College
April 28, 1986**

Mr. Chairman and Members of the Commission:

First, let me thank you for the courage, patience and perseverance you are demonstrating by the simple fact that you have undertaken the task before you. Those of us in Maryland's education community are indebted to you for this generous contribution of your valuable time.

Each of my presidential colleagues will address a particular theme in his remarks today. We hope we will express ourselves so clearly that at the end our joint purpose will be self-evident. As colleagues we reserve the right to differ, but in all things crucial to our goal of excellence, we work closely and supportively together. Those of us at the institutional level, the Board of Trustees and the Board staff that supports us, seek to attain for the Maryland State Universities and Colleges the highest degree of academic excellence possible by maximizing the total resources available to us. It is our belief that among Maryland's public colleges and universities the six institutions you review today have the greatest possible potential to attain academic excellence and status in relative comparison to their national and regional competition.

This wonderful campus you visit today, the others in our System you have visited or will experience, represent a geographic presence that truly covers the State. The variety, the compatible size, the homogeneity and attractiveness of our campuses, the faculty and staff resources in place at each institution, represent a real academic opportunity for the State to attain a high degree of institutional excellence and accomplishment. The key to such a goal, however, is a steadfast commitment to a fair and equitable level of funding and programs.

In a recent survey by a national magazine, U.S. News & World Report, Virginia and North Carolina each had four public campuses rated among the nation's best. Towson, I'm proud to say, was listed for Maryland, but it was the only public campus so cited.

It was not by accident that both the University of North Carolina at Chapel Hill and the University of Virginia were mentioned. Both Chapel Hill and the University of Virginia have striven for excellence for years. They have stressed selectivity, not gargantuan size. The other institutions mentioned, East Carolina,

Appalachian State and the University of North Carolina at Charlotte, and James Madison, George Mason University, and Old Dominion in Virginia were selections similar in mission to our six institutions.

The States of Virginia and North Carolina have equitably divided resources and programs, including doctorates, among their institutions in a successful attempt to enhance them. They have thus achieved a greater financial and academic return on their tax dollars by recognizing and building on the strengths of individual campuses and faculty capabilities.

Virginia and North Carolina do not fund their schools with greater generosity than does Maryland. They rank in the middle of the fifty states. But their policies of equitable and sensible treatment of all their public institutions is the reason they are now reaping statewide rewards in terms of academic reputation, grants, gifts—and most important, the popularity to prospective students and faculty of all their state campuses.

Let me leave you with one thought. The institutions represented here today are good schools. Their size is manageable. They serve 32,000 Marylanders. They are positioned to move quickly ahead. It would take only a reasonable, and in comparison to other demands, a modest investment to bring them to the forefront of institutions in this region. I hope you will see their promise as we do, and make recommendations that will help us build upon that which has been achieved so far. The future of all of Maryland's higher education would be enhanced, and its populace substantially benefitted.

I thank you for the opportunity to make these few comments.

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

**Dr. James E. Lyons, Sr., President
Bowie State College**

at

**Salisbury State College
April 28, 1986**

Chairman Hoblitzell and members of the Commission:

I am happy to speak to you today about my concern for higher education. At the risk of being charged with preaching to the choir, I want to say at the very outset that if the members of this Commission remember only one item from my testimony, I would like for that to be the fact that we must do everything within our authority to move higher education to the top of the State and the national agendas.

On Tuesday, April 15, 1986, I met with two of our United States senators. I met first with Senator Warren Rudman, the first-term senator from New Hampshire who is the principal sponsor of the Gramm-Rudman-Hollings balanced budget initiative. I talked with him about the importance of viewing higher education as an investment in our future. I pointed out that when we short-change our youth by cutting back on student financial aid, cutting funds for libraries and research, and ignoring other very important aspects of what is required to run the nation's colleges and universities, we are gambling with the future of the nation. When I finished what I had to say, Senator Rudman said to me that he has to listen to people like me every day, representing a variety of interest groups, each arguing that his own special interest is the most important. He also pointed out that a strong national defense and the increasing national debt are the top priorities at this time. That same afternoon I called on Senator Jake Garn, "The First Congressman in Space" to ask why he, a person who has fought so hard to ensure that the national science foundation receives adequate funding, voted in favor of Gramm-Rudman? He indicated that he is unhappy about the fact that Congress cannot make the tough decisions about the nation's priorities. As a result they keep spending more money on their personal projects and the debt continues to increase.

Now that I have had time to reflect on my meetings with the two senators and relate that to what I see happening here in the State of Maryland, I am convinced that our attempts to compete with the Bay cleanup interest group or the prison reform lobby are not the way to go! Those of us in the business of higher education should and must use every forum available to present the argument that higher education must be elevated as a priority in the State of Maryland. The State's best hope for economic prosperity is higher education. Growing competition in the international market place can only be met through more, not less, educational support and opportunity. Research and technological

developments are needed to produce the jobs of the future, and quality education is needed to develop the talents of all our young people to meet the challenges of the future. As college and university presidents, and leaders of higher education, we represent thousands of Maryland students whose future hangs in the balance of State and federal support for higher education. What is happening on the national level is tragic enough! But to add to it the fact that the State of Maryland ranks 6th of all the states, in terms of per capita income, but ranks 37th in terms of higher education appropriation per \$1,000 of personal income, presents a bleak picture for those who are looking to the State to offset what may occur in the nation's capital.

Education is fundamental to the quality of life in our democratic society. It is time for the State of Maryland to bring higher education back to the forefront of our State priorities because in a real sense, the education of today is the economy of tomorrow. I hope that this Commission will start the wheels turning in the proper direction by calling upon all of the citizens of this State to coalesce around the need to move higher education to the top of the State agenda. The cost of failing to educate today's youth will be felt far into the future.

Thank you for giving me the opportunity to appear before this Commission.

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

**Dr. Norman Johnson, President
Statewide Faculty Senate
at
Salisbury State College
April 28, 1986**

Chairman Hoblitzell, Members of the Commission:

It is presumptuous of me to pretend to speak for the roughly 1200 faculty members who comprise the cutting edge of the educational process at the six institutions in our system. Yet, I approach this task with some confidence that I know who our faculty are, that I understand what goals are important to them, and that I recognize their indispensable role in the achievement and enhancement of excellence in higher education in Maryland. Having taught here since 1970, I have obviously gained much insight into the quality of my own faculty, but I have also had considerable contact with faculty from our sister institutions. I also believe that I still retain a high degree of objectivity in assessing the qualifications and performance of my faculty colleagues. It pleases me that I can say with assurance that they measure up, that they meet the standards of excellence that the citizens of Maryland have a right to expect of them.

Let us look briefly at a few indices of excellence as they relate to the faculty of the institutions in our system.

Academic Preparation. A high percentage of our faculty have earned either the Ph.D. or the terminal degree that is appropriate for their particular disciplines; many of these degrees were awarded by graduate programs that are among the most highly regarded in the nation. During the past decade our schools have wisely taken full advantage of the surpluses of Ph.D.'s in many fields to secure new faculty members of admirable distinction and promise.

Diversity. Our faculties present a wide-range of universities, a broad geographic distribution, a healthy mix of age and experience—from professors nearing retirement to those just beginning their academic careers. Our institutions boast a higher than average proportion of women faculty, attributable in part to a laudable lack of prejudice in hiring and in part to the historical backgrounds of our schools, most of which began life as teachers' colleges.

Commitment to Teaching. Our faculty believe that excellence is best fostered by placing the maximum emphasis on classroom activities and on individual consultations with students. We do not shun the required courses for General Education or the entry-level courses for freshmen and sophomores; these courses are not taught by graduate students, but by thoroughly qualified full or part-time members of our faculties. We make a major effort to give our students

the advantage of relatively small classes, and our students are not faced with the often daunting and frustrating experience of mass lecture sessions, occasionally relieved by smaller discussion sections led by inexperienced graduate students. Further evidence of the commitment of our faculty members to teaching is provided by their strong support for and participation in the "writing across the curriculum" programs which have been established on all our campuses.

Accessibility to Students. The faculty at our institutions are generally accessible to students for periods of time far beyond the minimum number of office hours usually required. An astonishing proportion can be found in their offices, even late in the afternoon, when they are not engaged in teaching or committee work. Given the particular missions of our schools, it is important for students to have this access to faculty, and they avail themselves of the opportunity.

Scholarship and Intellectual Development. Scholarly activity is alive and growing on our campuses, although its pursuit by faculty is impeded by formidable obstacles. The twelve-hour teaching load is the norm in our system; some of our campuses are relatively distant from major research facilities; there is inadequate support for research and writing; and there is insufficient funding for attendance at professional conferences and meetings. Despite these handicaps, we do have faculty whose scholarly production is exemplary and who participate in professional activities on the national level. In recent years a significant number of our faculty have won Fulbright appointments—last year's president of the Faculty Senate is now in Lesotho and another member of the Senate has just returned from India—or have been accepted in summer seminars administered by the National Endowment for the Humanities. A few summers ago, two of the twelve participants selected for a seminar in Boston from a field of more than 150 applicants came from schools in our system.

Commitment to the Institutions. Our faculty do not view the educational institutions where they work as mere way-stations on the road to greater academic success, as nothing more than providers of necessary income and a convenient platform from which to pursue the advancement of their professional careers. I do not mean to say that our faculty never leave for more attractive or prestigious positions, but I do mean to suggest that the vast majority of our faculty feel themselves part of the institution and immerse themselves in the functioning of the institution to an extraordinary degree. They participate enthusiastically in the recruitment of students; they turn out in large numbers on Saturday mornings to talk to prospective students and their parents; they devote long hours to the committee work that is basic to the proper functioning of the academic machine; and they successfully represent their institutions to the larger community in which they are located.

There can be little question that the quality of the faculty at our six institutions will be a vital factor in maintaining and enhancing the system's growing reputation for excellence. Thus, the recruitment, professional advancement, and retention of faculty will be one of the most important issues facing us in the years ahead. There is a widespread agreement by educational analysts that competition for qualified faculty members will become more difficult in the near future because there will be more faculty positions to be filled nationwide, because there is a projected decline in the number and availability of qualified Ph.D.'s, and

because there are more financially rewarding opportunities outside the academic sector.

I have outlined my belief that the schools in our system are presently well served by a highly competent and hard-working faculty, but the State of Maryland cannot expect their enthusiasm, commitment, and dedication to last forever. The State cannot take for granted in perpetuity this achieved level of excellence by our faculty. There are problems which must be dealt with, and dealt with soon. To preserve and enhance excellence in our system, the following steps must be taken:

Substantial increases in faculty salaries. The faculty in our system are steadily losing ground on the salary front when compared to faculty at similar institutions for the nation as a whole. In fiscal year 1980 the average salary for every instructional rank in our system was above the 75th percentile of the AAUP scale for institutions in our category. Since 1980, however, there has occurred a relentless erosion of our salary position and for each fiscal year since 1983 the system average for every instructional rank in our system has been below the 75th percentile. We find ourselves slipping farther down the scale each year, and what makes this particularly discouraging and destructive of faculty morale is our awareness that faculty salary levels have shown real increases for the nation as a whole over the past five years. For fiscal year 1986, 41 percent of the public institutions in this country awarded average faculty increases of 10 percent or more; in Maryland the cost-of-living increase for our faculty was 4 percent, and there was a scant 2 percent available for merit increases. Unless this pattern can be reversed, our system will soon suffer from the reduced effectiveness of its continuing faculty and from increasing difficulty in attracting new faculty.

Greater support for scholarly and professional activities. We see the pursuit of scholarly growth as necessary to the achievement of excellence. To be fully effective in the classroom, faculty must be professionally active. We need increased funding for faculty development and research and greater flexibility in adjusting teaching loads to facilitate scholarly activity. Professional involvement requires travel, and the financial support for this at present is hopelessly inadequate.

Improved methods of evaluating faculty. There is an obvious need for different measures to determine excellence in different disciplines. To apply the same standards, without modification, to all faculty, regardless of their disciplines is highly inequitable.

Increased flexibility. A higher degree of flexibility and discretion in the allocation of funds and personnel is required for the system as a whole and for the individual campuses. This will make possible better coordination of available resources and will improve the effectiveness of our institutions.

Limits on the number of part-time and contractual faculty. Financial pressures must not be allowed to result in the use of greater numbers of part-time and contractual faculty. This practice places too heavy a burden on the full-time faculty and undermines one of the great strengths of our institutions—the availability and involvement of faculty.

Avoidance of excessive bureaucratization. A serious effort should be made to restrict the excessive interference by State agencies in the academic process and to reduce the amount of paperwork required. Faculty are discouraged from undertaking useful projects when faced with a myriad of forms and too many layers of bureaucracy in the approval process.

Heightened collegiality. Faculty should be accorded a greater voice in the governance of each institution and in the determination of academic policies. There is a need for greater cooperation between faculty and administration and more recognition of the benefits for the institution of giving faculty a larger role in the planning and implementation of academic programs.

Maryland possesses in the universities and colleges of our System, and in the faculty members who staff them, a resource of extraordinary value for its citizens. It would be an act of extreme shortsightedness for the State to fail to nurture and enhance the excellence already here achieved.

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

**Dr. Thomas E. Bellavance, President
Salisbury State College**

at

**Salisbury State College
April 28, 1986**

Mr. Chairman, Members of the Commission:

My name is Thomas Bellavance and this is my sixth year as President of Salisbury State College. It is a good college, in fact in my biased estimation, a very good college, but it could be better. If the circumstances under which we operate were to change in a certain direction, I believe:

- the productivity of our faculty could be increased
- the quality of our academic offerings enhanced
- the abilities of our graduates improved

and that is not to mention for all of us, under a different set of rules,

- the very real potential for stemming the outflow of Maryland's best high school graduates to institutions located in other states
- the very real potential for enhancing the economic base of the State
- the very real potential for actually educating a broader base within the State's population.

Needless to say, I am not able to elaborate fully on all of these circumstances which in my estimation would result in the changes I just delineated. My time is limited and as such I will restrict myself to one or two points.

Overall my thesis is simple: Despite the efforts of the State Board for Higher Education, no concrete, cohesive and workable State plan for higher education exists. As a result, and among other things, the governance system by default has become diffuse, financially exhausting and at times contradictory while the rationale for funding all of higher education defies analysis.

Like all colleges and universities in the United States, Salisbury State College is answerable to its own Board of Trustees. However, it is also directly answerable, under any given set of circumstances, to approximately thirteen other agencies. The fact is we have more agencies determining how we operate the College than does the Department of Motor Vehicles.

This multiplicity of control is not only confusing to the institution but costly as well, for it requires the diversion of scarce resources away from academic productivity to administrative productivity.

By the same token, under such an arrangement the focus of accountability becomes increasingly concerned with process rather than product--procedures rather than outcomes, emphasizing questions such as:

- "Were spending procedures followed?" rather than "What were the results of the expenditures?"

- "Are personnel policies being carried out; are the proper transcripts included in a faculty member's file?" rather than "What is this faculty member's track record in producing educated graduates?"

- "Are the enrollment patterns in a given course meeting certain thresholds?" rather than "What is being taught in that course?"

And finally, providing incentives for efficiency under this approach to governance leaves much to be desired. For example, a few years ago we were told by two different agencies that we were to update our telephone system in order to save money; we studied the matter and concluded such a new system would not save us money but rather would cost us money and our Board concurred in this finding. Nevertheless we were told by those agencies to put it in and we did. We then had to find an additional \$200,000 in our operating budget to cover the cost of this "efficiency." Recently, another agency decided to include in our operating budget the cost of employee benefits which were previously taken care of by the State-wide budgeting system. What has been provided by the way of funds, however, has not covered actual costs and the result has been another unbudgeted drain on the operating budget of \$65,000 to \$130,000 per year. Still another agency has asked this College to implement a desegregation plan, the annual cost of which we estimated at \$231,000. We have been required to carry out the plan; we have been given \$30,000 to do so--the rest will have to come from the operating budget.

The point I wish to make with all of this is that I hope in your deliberations you raise the question of our present mode of operation and consider whether or not a more singular investment of authority in our Board of Trustees would not result in more efficiency, accountability and incentive for our institutions.

On another count, the funding of our several institutions, as the charts presented earlier clearly show, the rationale tends to always beg the questions: what are the priorities; what is the game plan; what are the reasons for these disparities? On this campus, which happens to be one of the lowest funded per F.T.E. in the State, those questions, as you can well imagine, are asked frequently.

We think that past rationales for funding should be reviewed and alternatives considered for the method of funding higher education in Maryland; that funding be determined on the basis of clearly stated objectives through a formula mechanism rather than as it now appears to be determined, namely incrementally with the historical base having been established years ago under circumstances which no longer apply.

It is our belief that first and foremost a tangible and consistent method should be developed which insures that those funds allocated for higher education are equitably distributed. In so doing, it is our further belief that the focus of accountability will then swing from an emphasis on process to an emphasis on efficiency and expected outcomes; that incentives for efficiency and quality production will then become a reality and that a sense of singular direction for managing the institution will then emerge.

In summary, it is my sincere conviction that placing a more global responsibility for the management of our College in the hands of our Board of Trustees, coupled with the development of a method of funding based on a rational set of expectations, can only result in an increase in our educational productivity.

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

**Dr. Kenneth Jablon, Acting President
Frostburg State College
at
Salisbury State College
April 28, 1986**

Frostburg State College is situated in the beautiful mountains of Western Maryland some 150 miles from the metropolitan areas of the State. The most remote of all institutions of higher education in the State, Frostburg attracts students who want a small residential college, in a location that is far away from home but not too far, with quality programs, a caring faculty and staff and a sense of community, all at an affordable cost.

An alumnus of the College who was accepted this year into the Harvard MBA program expressed his thoughts about the College as follows:

As a high school graduate, I was rather average — "B" student in the 48th percentile on my SAT's. Although accepted at the University of Florida and the University of Maryland, I chose Frostburg State College because of its size and proximity to Baltimore. At that time, I considered transferring to a larger school for my junior year.

After beginning my third semester, however, I realized just how good my educational opportunities were at Frostburg. The school provided me with a solid Business and Economics curriculum, an excellent faculty, and ample academic and social extracurricular activities. These allowed me to develop the assertiveness, organizational skills, and discipline I so sorely needed for my professional career. Indeed, the education I received from August, 1977 to May 1981 went beyond what most universities could have offered. Rather than becoming lost in a sea of 32,000 students, I was able to prosper with 3,200 by becoming involved in an eclectic range of activities varying from WFNR to the Business Club to CCB (College Center Board) and much more.

One of the many essay questions Harvard's application contained asked me to detail those factors in my life that contributed significantly to my self-development. Of the seven I noted, the personal growth from my education at Frostburg ranked only after my family background (consider, however, that the latter was given seventeen years with which to work with me). Choosing Frostburg State College for my undergraduate studies is undeniably the best choice I could have made.

This young man has emphasized the combination of factors which contributed to his development and which might be cited as characteristics of excellence: the size of the institution, the quality of the faculty and programs, and the variety of activities and opportunities. Other characteristics of excellence in a college such as Frostburg would include the following:

1. A strong sense of community marked by a centrality of certain values: people orientation, good communication, shared decision making, mutual respect and support, a high level of involvement and interaction in learning and in the cultural and intellectual life of the campus (typically, values of a small residential campus).
2. Strong student support services: orientation, advising and counseling, career programs and job placement, academic support, residence hall programs, a variety of activities.
3. Efficient and effective management of personnel, resources, and funds.
4. Appropriate and well-maintained facilities and resources, academic and non-academic.

Frostburg State College also experiences a number of impediments to excellence. Some of these are well known to the Commission but they merit repetition in order to underscore the seriousness of the problems:

1. Inadequate funding and relatively low faculty and staff salaries.
2. Controls by an assortment of State agencies which discourage responsible management.
3. Cumbersome, time consuming, game-playing budget procedures, and rules which change in the middle of the game.
4. An unjust, irrational structure, supposedly tripartite, but which consists of five elements, the University, six State colleges and universities, the community colleges and two separate institutions.
5. A non-method of funding which seeks the lowest common denominator or which tends toward averages or mediocrity as opposed to levels which reflect a quest for excellence.
6. The absence of conscious public policy which recognizes the difference between non-residential and residential institutions and the benefits, problems and funding needs resulting from such differences.

We have accomplished much in spite of these impediments. It is up to you, members of this very important Commission, to confront the issues and suggest needed change. We thank you for your efforts and for the recommendations you will make.

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Present by

**Dr. Calvin W. Burnett, President
Coppin State College
at
Salisbury State College
April 28, 1986**

Mr. Chairman and members of the Commission on Excellence. Thank you for this opportunity to make this presentation.

The Maryland State University and College System strives for academic excellence. While research is strongly encouraged, good teaching is esteemed as a pearl of great value and enjoys a certain priority. The Board of Trustees has recognized that since the system has finite resources, in its pursuit of excellence it focuses upon a comparatively limited number of programs, seeking to do a few things well rather than everything somehow. Coppin State is the urban college within the system. Located in inner city Baltimore, its focus is on undergraduate education composed of a hard core of liberal arts and sciences with an emphasis on preprofessional and professional programs in teacher education, nursing and dual degree programs with the University of Maryland. Coppin, with 86 years of experience, is the part of the State University and College System that has developed competence in providing higher education services to a population with special needs. In order to succeed in this important role there must exist some institutional flexibility and independence on the one hand along with the monitoring and protection of a statewide policy-making body on the other.

In establishing policies for higher education, great care must be taken to make sure that the operational definition of excellence does not weaken the very foundation that makes America so great. The strength of America is that we have, through time, fostered the evolution of a system that places faith in the value of the individual and does not prejudge those worthy of continued education. Our American system recognizes that a society benefits when the nation's human resources are fully developed. We have been rewarded time and again when individuals from disadvantaged backgrounds become leaders or simply successful participants in society. However excellence in education is defined, this most important point must not be lost. It would also be unfortunate if excellence is defined in such a way that virtually entire categories of people are forced into specific levels of higher education. It is important to note that thus far the American approach to higher education has given us a major edge over those nations that lose talent of significant numbers of people by rigidly tracking categories of their population and by making early decisions on individual potential.

There has never been more of a need for the Maryland system of higher education to provide an ongoing opportunity for the social and economic well-

being of all its citizens. Yet there is currently a movement in the State, fueled by the stepped-up competition for economic resources, to restrict access to higher education based totally on quantitative measures. This is unfortunate because the rapidly and constantly evolving needs and challenges make it very clear there is a need for more, not fewer, well-educated individuals.

It appears that the public has reached a consensus that education in the State is not doing its job. The reaction of citizens and elected officials have been both critical and punitive. There has been a decided decline in both State and federal support. This reduction has exacerbated the problem by making it even more difficult to provide educational services to all those who are deserving and entitled to this opportunity regardless of their social or economic status. It is important that policies or decisions evolving from the definition of excellence do not worsen this problem. All citizens of the State must be protected notwithstanding whether or not their social status is one of political and economic power.

Finally, a word about higher education and black people. In brief, the educational gains of black American citizens over the past 25 years are in danger. A report published by the College Board in the Spring of 1985 and entitled "Equality and Excellence: The Educational Status of Black Americans" reveals:

College attendance and completion rates have dropped for black students since 1975, despite the fact that their high school graduation rates have improved the past two decades.

Black students are "seriously underpresented" in graduate and professional schools, their participation in post graduate education has dropped since the early 1970s.

Black college-bound seniors in 1981 took fewer years of course work in mathematics, physical sciences, and social studies than their white peers. Moreover, where number of years of coursework is similar, course content tends to differ.

The College Board report concluded that the serious problems of educational access and achievement of black students are likely to be exacerbated in the coming years by the emerging policy trends associated with factors such as funding, minimum competency, testing and teacher shortage.

I believe that several issues outlined in this brief presentation have not been given serious attention by the policy makers in the State. I hope that this Commission which is concerned about excellence and equality, will have an opportunity to give some attention to these matters.

Thank you.

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

**Dr. Hoke L. Smith, President
Towson State University
at
Salisbury State College
April 28, 1986**

I have chosen to concentrate on the relationship between funding and excellence. Some believe that there is no direct relationship between funding and excellence. Equally well-regarded institutions spend greatly disparate amounts.

Yet there are some aspects of excellence which are directly related to funding. Much of the current research on higher education supports the view that the involvement of the student in the university or college is the key to excellent education. It is almost a truism to say that a student who is involved in learning learns more than one who is not. Also, an involved student is more likely to stay in college than one who is not. Involvement requires faculty and staff time, appropriate physical facilities, and necessary materials and equipment.

There are many different characteristics and goals of education. Methods of achieving excellence vary for different goals. Theoretical and informational education can be done well at a relatively low cost. An excellent lecturer can stimulate large numbers of students at the same time at low cost. The instructor both provides information and demonstrates analysis or critical thinking through his or her behavior. But in this form of instruction, the student does not have the opportunity for supervised practice.

Educational goals in the applied area cost more for staff, equipment, materials, and facilities. Staff time is necessary for supervision and interaction whether it be in an English seminar or physics laboratory. Involvement in applied areas benefits from personal interaction between the faculty and the student. It requires time to interact with the student as a coach and mentor. The faculty member who has to handle large numbers of students has little time to supervise the involvement of each student.

Equipment and materials are necessary whether they are library books, rats for a psychology laboratory, microscopes in a biology laboratory, or students in a demonstration class. Not only must equipment be purchased, but it must be maintained. There must be an adequate supply of materials. Also, appropriate facilities must be available to house the applied activities.

Low cost education can be excellent if it is confined to informational and theoretical goals. Educational excellence based on the application of information and theories costs more.

Many of the concerns about college graduates are centered around their ability to apply what they have learned and to continue learning from that application. Our ability to develop excellence in the application of knowledge is limited by low funding which does not support adequate staff, equipment, materials, or facilities to fully achieve these educational goals. Applied education does cost more whether it is in the liberal arts or in the professions. We need the funds to support clinical experiences, laboratories, practicums, internships, and seminars. We can deliver different levels and types of excellence, but the costs are different.

BOARD OF TRUSTEES OF THE STATE UNIVERSITIES AND COLLEGES

TESTIMONY FOR

THE COMMISSION ON EXCELLENCE IN HIGHER EDUCATION

Presented by

James K. Archibald, Chairman of the Board

at

Salisbury State College

April 28, 1986

Chairman Hoblitzell and members of the Commission, I want you to know first how grateful we are for your willingness to come to Salisbury today and to hear what we have to say. We know you are terribly busy people, and your presence here today is proof of your interest in the future of higher education in Maryland.

What you have heard today is our expression of legitimate concern about the status, direction, and funding of higher education in Maryland. You have heard it not from six isolated and competing institutions, but — uniquely in Maryland — from a System of colleges and universities sharing a common mission and governed by one Board.

I hope you have picked up in today's discussion some of the justifiable pride and sense of accomplishment which we Board members, our presidents and our faculties feel about our System. Our students feel the same pride, judging from surveys our institutions and SBHE conduct regularly.

We know what we are here for. The Board has developed a mission statement and so has each of its institutions. Through a number of devices, we monitor our own effectiveness, our own excellence, and the Board itself — unlike many other governing boards — is directly involved in those efforts. The Board's three standing committees don't just hope our institutions are doing their job and doing it well; they know what kind of a job is being done and they remain in regular contact with each institution to maintain proper oversight and to provide the support our colleges and universities need and expect from a governing board.

Our System acts as a community of families, with each family fulfilling its distinctive role within a common mission. It is because of these shared qualities and common goals that we feel so strongly about the need for Maryland to evaluate its higher education system to the level of priority it deserves. And within that system, it is because of our uniquely broad compass that we feel that many Maryland students and their parents have suffered from second- and third-class status in our institutions. Considering the historical pattern of underfunding and inequitable distribution of resources which persist for our System, it is nothing short of a miracle that these six institutions have been able to make the tremendous strides they have made in the last quarter century. They are strong academically; they are well-managed; they are beautiful campuses; they boast some of the finest faculty any student ever met in a classroom — and they do meet them in the classroom!

We have pride in all of that. But we also have great concern about lost opportunities and about what the future holds as enrollment pools shrink, public resources become increasingly scarce, and new generations of students and parents expect from us the same or better levels of service their predecessors knew. It may surprise you to learn that over a ten-year period, from 1977 to 1986, our System suffered no net loss of enrollment (see Chart V). And yet our stability and improvement in quality have been rewarded consistently by decisions leaving us, as we have been for years, at the bottom of the heap in State funds per FTE.

I realize the afternoon is wearing on, and all of us deeply appreciate the time and effort you have devoted to your important task. I'm sure you know how we feel on the Board of Trustees: we are all people earning our livings outside of higher education. We are, like you, people who come from all walks of life; we are businessmen, lawyers, retirees, males, females, blacks, whites, Eastern Shoremen and Western Marylanders and folks from everywhere in between. We all care about higher education in Maryland, but for all of us the hour is growing late. The State has not only a challenge, but an opportunity, to make good on the tremendous potential which lies right under its nose in its public colleges and universities. But we will pass that potential by if we do not press for some common sense in the policies, funding, and management of those institutions.

And what do we mean when we say, "common sense" in policies, funding, and management? You've heard what we mean in the case of policies, and the written materials we are leaving with you include more detailed information on what coherent policy should cover.

As for common sense in funding, the Board adopted last November, and submitted to you, a Position Paper on Funding in Public Higher Education. That paper contains a dozen fairly simple, forthright principles which we believe ought to be embodied in any specific method of funding. In a nutshell, those principles are as follows:

1. the funding method shouldn't be excessively complex;
2. it should involve a procedure to allocate funds to governing boards and should not be tied to a detailed, line-item expenditure plan;
3. it should be based on documented needs and not solely on historical expenditure patterns;
4. it should contain annual inflationary adjustments based on established methods rather than on undocumented estimates;
5. it should stipulate the level of support the State is willing and able to provide;
6. it should not be driven primarily by enrollment;
7. it should recognize fixed costs;

8. it should recognize differences in institutional missions and characteristics;
9. it should include all major categories of institutional operating expenses;
10. it should include all funds available to an institution for operating expenses, other than private funds and grant money; and
11. once established, it should not be subject to unilateral alteration by non-legislative agencies.

And the final principle deals with accountability. We are saying that accountability mechanisms should be related to broad outcomes tailored to institutional missions and characteristics, and that governing boards should be held responsible for applying them regularly.

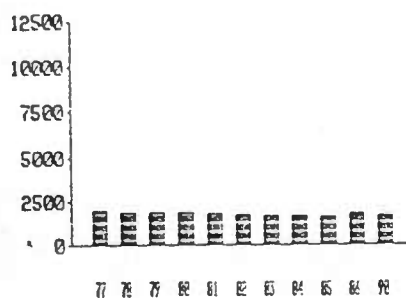
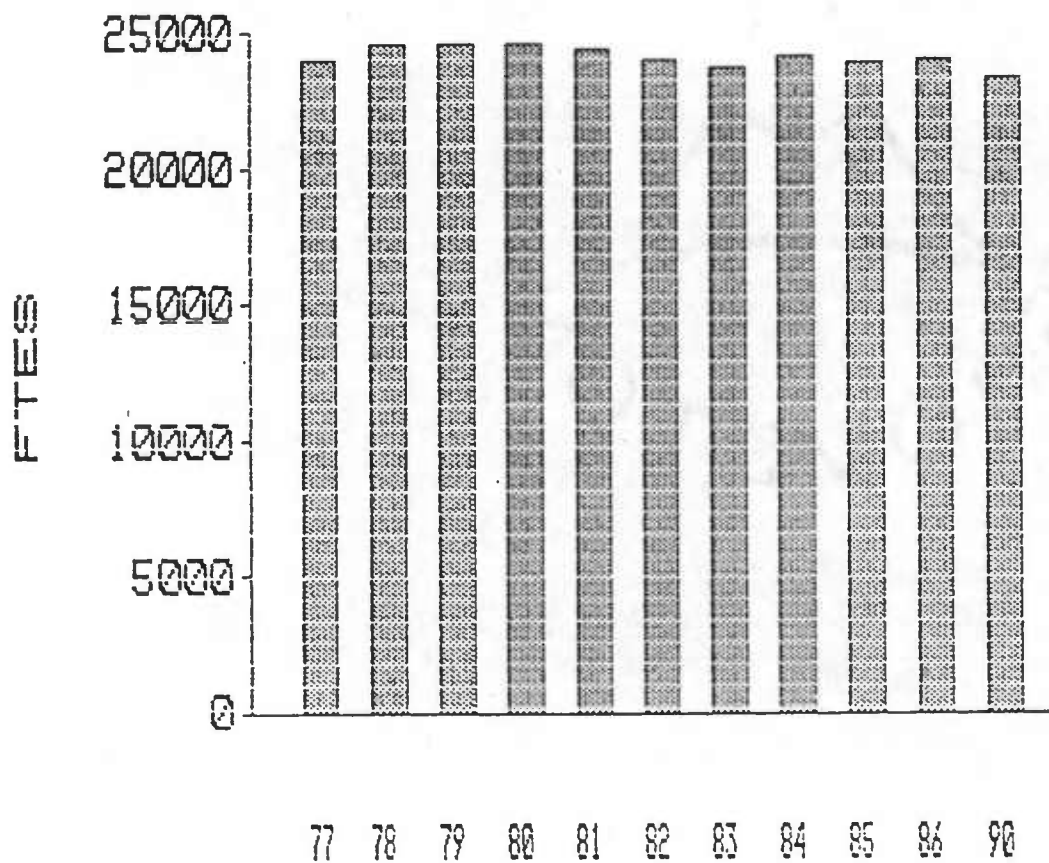
We realize that some very hard work has gone into the development of funding guidelines, and it is no easy task to come up with a mechanism acceptable to everyone concerned. But that effort must continue if we are ever to reach the point where we can honestly say, "We know what we're doing and it's the right and fair thing to do" — not simply something we can get by with, not just the lowest common denominator among competing interests, but something that will provide assurance that the State's investment in higher education is adequate, is distributed fairly, and will bring the highest possible return to the taxpayer in educational quality.

And finally, common sense in management. Can any of you in the business or professional world imagine trying to function effectively and economically in the environment our public colleges and universities have to contend with? Can you imagine trying to provide services in competition with others, when only you have to do it with one hand tied behind your back? The American economy would have fallen flat on its face ages ago if it had had to play by the same rules our six institutions have to face. Those rules have to change, and there are ways of changing them without giving up the necessary accountability we expect from our state government. If I learned anything as a member of the Governor's Task Force on Flexibility two years ago, I learned that the best managers are those who are able to manage, not those who can simply be blamed for actions they have no authority to control.

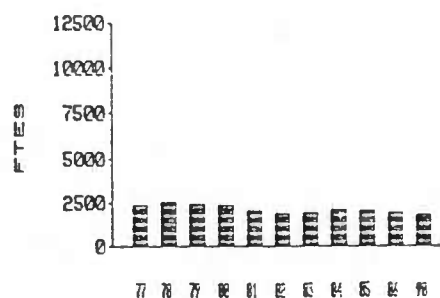
In conclusion, I want to thank you again for your patience and attention this afternoon, and to tell you that the State University and College System — our Board, our staff, our presidents, and the 3,300 good people employed to make our six schools the fine institutions they are — all of us are eager to make the beacon of excellence shine brightly for all of higher education in Maryland.

SYSTEM

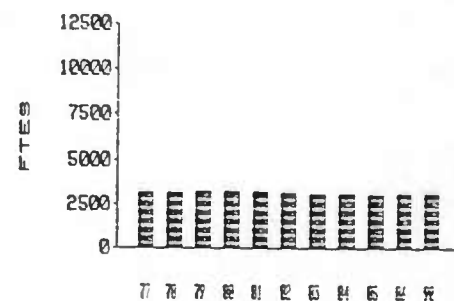
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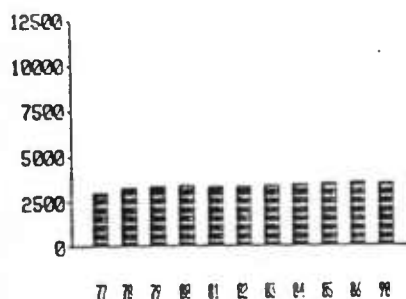
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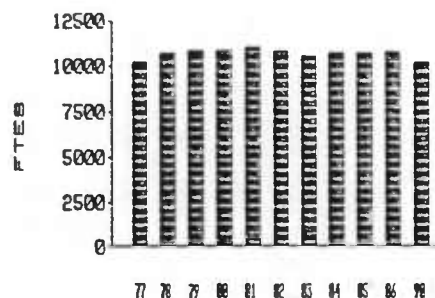
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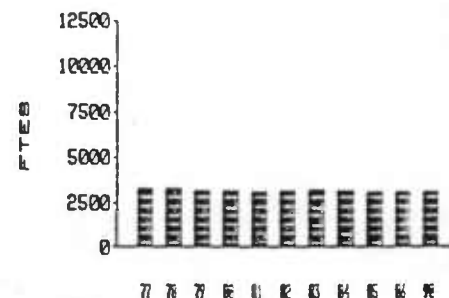
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BOARD OF TRUSTEES OF THE MARYLAND STATE UNIVERSITIES AND COLLEGES
POSITION PAPER ON FUNDING OF PUBLIC HIGHER EDUCATION
FOR THE
COMMISSION ON EXCELLENCE IN HIGHER EDUCATION
NOVEMBER, 1985

It is the position of the Board of Trustees of the Maryland State Universities and Colleges that funding for the public four-year colleges and universities in Maryland should be based upon a clear and consistent rationale that provides adequate resources distributed equitably among institutions. Although the exact form and substance of the method of funding is open to question, the Board feels that the following principles should be embodied in whatever method or procedure the Commission recommends for use in allocating State funds to the State's public four-year institutions:

1. The method should not be excessively complex.

The method should be understandable on its face and should not require special expertise or training to be understood or applied.

2. The method should involve a procedure for distributing funds to the various governing boards and should not be tied to a detailed line-item expenditure plan.

Assuming adherence to the other principles set forth here, governing boards should be responsible for establishing priorities among and within institutional budgets they control. Establishment of such priorities should not rest with external agencies not held accountable for institutional governance or management.

3. The method should provide for the distribution of funds according to documented resource requirements and not solely according to historical expenditure patterns.

Institutional funding levels should be related primarily to need; historical funding patterns tend to reflect only what was available, appropriated and spent, not necessarily what was needed.

4. The method should contain annual inflationary adjustments in funding according to an established method such as the Chase Econometric projections.

Alteration of funding levels on the basis of changes in the economy should be based upon a recognized standard rather than upon shifting and undocumented estimates.

5. The method should stipulate the level of support to be provided by the State.

Assuming that budget requests are based upon documented need, the level of State support should be stated as a percentage of such need and applied consistently to all institutions.

6. The method should not be solely or even primarily enrollment driven.

Institutional operating costs in many cases are unrelated to enrollment. Rather, they are related to other variables such as physical plant configuration, location, climate, residential vs. non-residential nature of the campus, and still others. Undue reliance upon enrollment tends to obscure these important variables.

7. The method should include explicit recognition of fixed costs.

Related but not identical to the preceding principle is the need to identify a fixed cost component for each institution which is not simply an average for all. Although fixed costs may not be sensitive to enrollment, they are specific to institutions and will represent different percentages of total costs. In general terms, fixed costs represent those costs which must be met for an institution to open its doors and to operate. They relate to salary commitments, physical plant costs, and others which are dependent on the fact that the institution exists and operates, not on how many students it has.

8. The method should provide for some institutional differentiation, preferably on the basis of the Carnegie or the National Center for Education Statistics (NCES) taxonomy, so that funding outcomes will produce equitable treatment of institutions. Such differentiation should be applied to individual campuses rather than to system, or groups of institutions.

The application of a recognized method of institutional differentiation allows funding levels to be related to actual institutional role and mission.

9. The method should include all major institutional activities normally included in operating expenditures (Instruction, Research, Library, Administration, Student Services, Public Service and Plant Operations).

For purposes of both equitability and comparability, any funding mechanism should include recognition of those activities common to all institutions. Previous funding practices in the State have not always done so.

10. The method should include all funds other than grant and private funds and should not be limited solely to General Funds.

Given the fact that institutional operating costs are covered by more than one type of funds, any funding method, to be equitable, must take account of those funds which are available to cover such costs. The ability to generate operating revenues through tuition and fees varies greatly from one campus to another and should not be ignored, but funds generated in the form of grants and private support should not be included in calculations of required funding levels.

11. Finally, whatever procedure or method is eventually chosen should not be subject to unilateral alteration by a non-legislative agency or agencies without legislative approval.

Although this Board does not endorse the use of a rigid formula, any funding method chosen should reflect a formal public policy decision on the part of the General Assembly and should not be vulnerable to alteration or manipulation by other agencies without General Assembly approval.

Accountability mechanisms applied to institutions of higher education should be related to broad outcome measures which are tailored to the mission and characteristics of each institution. Governing boards should be held responsible for applying such mechanisms to the institutions under their control on a regular basis.

Adopted: November 21, 1985

A Menu of Potential State Objectives Regarding Higher Education

(From Dennis P. Jones, Higher Education Budgeting at the State Level: Concepts and Principles, NCHEMS, 1984, pp. 20-21).

A. Provision of Educational Opportunity

1. Access/Participation.
 - Reactive - Those that want access are accommodated.
 - Proactive - Students with particular characteristics (ability, socioeconomic, demographic) are encouraged to further their education in the state's public colleges and universities.
2. Choice - Students with particular characteristics are distributed within the system of institutions in desirable ways.

B. Achievement of Particular Student Outcomes

1. Acquisition of knowledge and skills, both general and specific (value added).
2. Certification.
 - General - A desirable proportion of the participants are retained in the system and become degree winners.
 - Specific - Students are graduated with degrees in particular fields.
3. Licensure - Individuals are being licensed in particular professions at a desirable rate.
4. Employment - Graduates are being employed in desirable industries or occupations or in priority geographic areas (such as rural areas or inner cities).

C. Configuration and Quality of Programs and Institutional Resources

1. Existence of particular kinds of institutions in geographically desirable locations. Is the basic institutional structure of the state's system of higher education appropriate? Should all institutions be maintained? Should missions be changed?
2. Conformance to mission - Do programs fit intended institutional mission?
3. Student quality/institutional selectivity - Are desirable admissions standards being maintained?
4. Institutional quality - Is the effectiveness of the institution being maintained or improved?

5. Program quality - Are desirable standards and curricula being maintained or developed in various programs and disciplines?
6. Resource quality.
 - Faculty
 - Facilities
 - Library
 - Equipment
7. Institutional viability (a composite). Do institutions have the financial resources to retain a critical mass of quality students, programs, faculty, and facilities?

D. Contributions to Specific Constituents

1. Employers - The provision of trained/retrained manpower, consulting, and other services.
2. Disciplines - Research contributions to specific or a broad range of disciplines.
3. State.
 - Service to state agencies
 - Economic development
 - Manpower to meet high priority needs (health professions, teachers, high-tech industry)
4. Special subpopulations within the state.
 - Indigent
 - Rural residents
 - Inner city residents
 - Agriculture or other specific industries

E. Efficiency Aims -- to accomplish all of the above with the least draw on the state treasury.

